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# POPULATION AND ECONOMY STUDY LAND USE ANALYSIS AND LAND DEVELOPMENT PLAN



**JACKSON  
COUNTY,**  
NORTH CAROLINA



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POPULATION AND ECONOMY STUDY

LAND USE ANALYSIS

AND LAND DEVELOPMENT PLAN

JACKSON COUNTY, NORTH CAROLINA

JUNE 1974



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## JACKSON COUNTY

### CHAPTER I

#### INTRODUCTION

Jackson County, with a population of approximately 22,000 people, has seen the need to guide future development of the county in a planned and orderly manner. With this idea in mind, the Jackson County Board of Commissioners has contracted with the North Carolina Department of Natural and Economic Resources, Division of Community Services, to formulate a plan for future development of the county. This report is the first of three to be completed under the contract. Other studies to follow will include a Population and Economy Study and an Initial Housing Element for the county. The purpose of this study is to give local officials a working knowledge of the use of land within the county. The pattern of land uses will be analyzed to show significant facts about the manner in which the county is growing. The data analyzed in this study will serve as the framework for formulating long-range plans for the county.

The planning area for this study includes all of Jackson County. Jackson County has been given authority to undertake such planning studies by the General Statutes, Chapter 153A, Article 18.

#### PLANNING BACKGROUND

Very little planning activity has occurred in Jackson County in the past. The county seat, Sylva, has made an attempt to guide their future growth. Sylva has prepared the following studies and ordinances:

- 1) Population and Economy
- 2) Thoroughfare Plan
- 3) Subdivision Regulations

#### 4) Zoning Ordinance

The remainder of the county has recognized the value in looking ahead to future considerations for economic and physical development of the county.

## CHAPTER II

### PHYSICAL CHARACTERISTICS

#### PHYSIOGRAPHY

Jackson County is located in the mountains of southwestern North Carolina. Five major mountain ranges are found within the county. The county has varied topography, with high, steep mountains, rolling foothills, elevated plateaus to level and productive farmlands. Much of the county is located within the Nantahala National Forest. Elevations range from 6,540 feet at Richland Balsam to 1,850 feet at Whittier. Streams and rivers are very prevalent in the county, with drainage to both the Atlantic and the Gulf of Mexico.<sup>1</sup> The large amount of water within the county could greatly effect its' future growth. Many industries look for areas in which to locate with sufficient water supplies.

Jackson County is neighbored on the east by Haywood and Transylvania Counties, to the north by Swain County, to the west by Macon County and to the south by the State of Georgia. All of these areas are mountainous and share similar characteristics with Jackson County. The physical setting of the county and surrounding areas has already begun to attract many part-time residents, primarily summer residents.

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<sup>1</sup>Bill Sharpe, A New Geography of North Carolina (Raleigh, 1965) pp.1365-1366.

## SOILS

Planning and development for the future growth of Jackson County requires an understanding of the local soils limitations. Determination of soil types and their capability to handle structural development is necessary to avoid public health problems as growth occurs in the county. Soil limitations are especially important in a county such as Jackson where second-home developments are becoming more and more abundant. Second home developments often consists of small lots and almost always depend on septic tanks for sewage disposal. Even with public water provided, septic tanks on small lots will constitute a potential health hazard. Septic tank installation is regulated by the State Health Board. Soils limitations ratings should not be the only criteria used for determining land use, but they certainly should be considered when attempting to determine appropriate facility location.

Soils analysis is important to developers, as well as to the general public, in guiding the location of large buildings and in alerting builders to potential problems with construction on particular soils. Certain soil associations have limitations as to use for development. Jackson County citizens involved in planning and development of the community should be aware of these limitations.

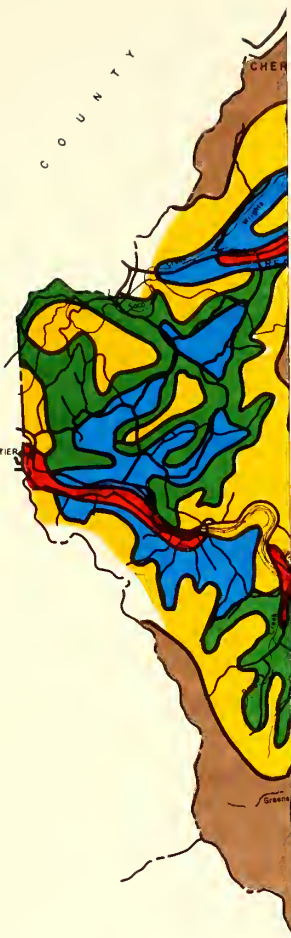
A general soil map of Jackson County indicates the location and extent of the six soil association groups. The soil map provides information on general soil series needed to plan the efficient use of the county's land resources. The soil map provides only general information concerning soil classification and recommended uses. (See Map 1) Anyone seeking more detailed information should contact the Jackson County Soil Conservationist. Also, the Jackson County Health Department should be contacted with regard to soil associations series of Jackson County are described as follows:

S W A I N

WINTTIER

C O U N T Y

10



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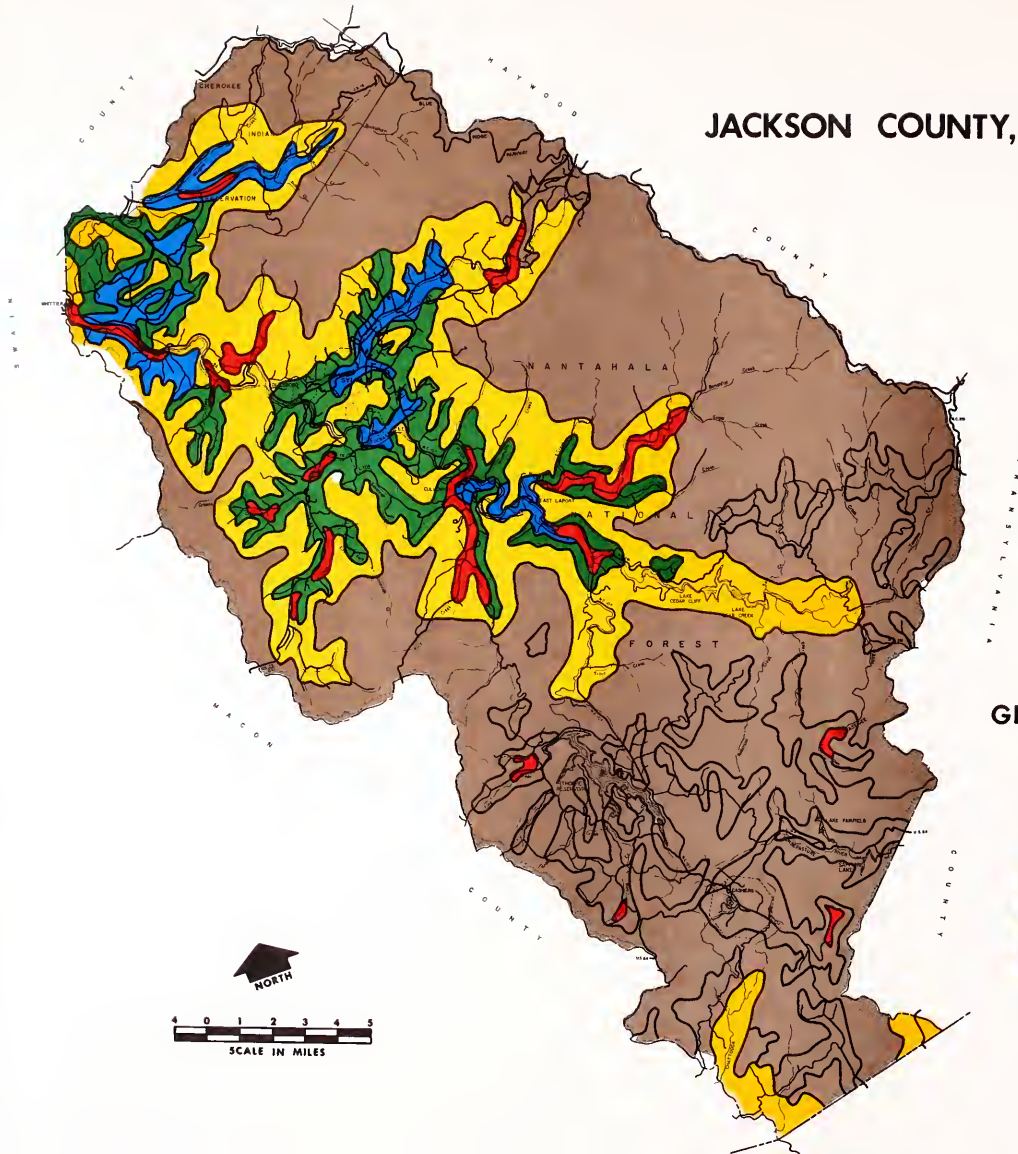


# JACKSON COUNTY, NORTH CAROLINA

## GENERAL SOIL ASSOCIATIONS

### LEGEND

- CODORUS - COMUS - HATBORO
- PORTERS - EDNEYVILLE - TUSQUITEE
- BRADDOCK - HAYESVILLE - TATE
- HAYESVILLE - CHESTER - TATE
- CHESTER - SALUDA - HAYESVILLE







(1) Codorus-Comus - Hatboro Association.

Soils in this association are well drained to poorly drained soils lying on nearly level floodplains.

This association occupies about two (2%) percent of the land area of the county. It is located primarily along larger streams and rivers throughout the county. The association is characterized by narrow, nearly level stream floodplains which are subject to occasional or frequent flooding of short duration. These soils have been formed from alluvial deposits.

About ninety (90%) percent of the land in this association has been used in farming operations. These soils are capable of high production and intensive agricultural use when artificial drainage measures have been installed where needed.

They are generally not suitable for residential or industrial development because of the flood hazard. Shallow depth to the water table and flooding are the chief hazards limiting the use of the soils in this association.<sup>1</sup>

Limitations of this soil association series are primarily a history of flooding and a high water table. The most suitable uses for this soil association are: 1) agriculture, 2) recreation, 3) conservation, 4) open space.

(2) Porters-Edneyville - Tusquitee Association.

These soils are well drained soils on steep and very steep mountains at elevations generally above 3,000 feet.

This association series occupies approximately fifty-five (55%) percent of the county. It is located on the higher mountains which occupy most of the southern half of the county and on the upper reaches of the Tuckasee River watershed. The area is characterized by narrow ridge tops with steep and very steep side slopes and steep coves. Slopes are mostly in the range of twenty-five (25) to sixty (60%) percent. Because of the cool moist climate where these soils occur,<sup>2</sup> they are seldom dry and are relatively high in organic matter.

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<sup>1</sup>U. S. Department of Agriculture, Soil Conservation Service, "General Soil Map and Interpretations," Raleigh, N. C.

<sup>2</sup>Ibid.

The primary limitations in this soil association series are steep slopes, surface stones and a shallow depth to hard rock. The most suitable uses are as follows: 1) forest, 2) open space.

(3) Porters-Edneyville - Tusquitee Association.

The soils in this association are well drained soils on moderately steep slopes at elevations generally above 3,000 feet.

This association occupies about twenty-five (25%) percent of the land area of the county. It is located on the smoother slopes of the higher mountains in the southern half of the county. This association is characterized by broad ridge tops with moderately steep sides and foot slopes. Slopes are mostly in the range of ten (10) to twenty-five (25%) percent. Because of the cool moist climate where these soils occur, they are seldom dry and are relatively high in organic matter.<sup>1</sup>

(4) Braddock-Hayesville - Tate Association.

Soils in this classification are well drained soils on gently sloping to rolling stream terraces, foothills and toe slopes.

This association occupies about two (2%) percent of the land area of the county. It is located on the smoother sloping foothills and toe slopes which occur generally along the valley floor of the Tuckaseigee River and Scotts and Soco Creeks. This association is characterized by broad smooth benches, ridges and toe slopes. Slopes are generally in the range of two (2) to ten (10%) percent.

The soils in this association have a high productivity potential for trees and only a slight equipment restriction due to slopes. They have a slight to moderate limitation for most nonagricultural uses. Slope is the major hazard in limiting the use of these soils.<sup>2</sup>

(5) Hayesville-Chester - Tate Association.

These soils are well drained soils on moderately steep foothills and toe slopes.

This association makes up four (4%) percent of the land area of the county. It is located mainly along the Tuckaseigee

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<sup>1</sup>Ibid.

<sup>2</sup>Ibid.

River valley from Tuckaseigee to Whittier. These areas are characterized by foothills with smooth ridge tops and moderately steep side slopes and moderately steep toe slopes at the base of steep mountains at elevations below 3,000 feet. Slopes are mostly in the range of ten (10) to twenty-five (25%) percent.<sup>1</sup>

(6) Chester-Saluda - Hayesville Association.

These soils are well drained soils on steep and very steep mountains at elevations generally below 3,000 feet.

This association occupies about twelve (12%) percent of the land area of the county. It is located on the lower slopes of the mountains which form the sides of Scott, Soco, and Savannah Creeks and the Tuckaseigee River valleys. This association is characterized by mountains with narrow ridge tops and steep and very steep side slopes. Slopes are generally in the range of twenty-five (25) to sixty (60%) percent.<sup>2</sup>

## CLIMATE

The climate of Jackson County is temperate with mild winters. Summer-time is usually short with cool nights and wintertime finds only a small amount of snow. The average annual snowfall is approximately 10.2 inches. The temperature ranges from 39.1 degrees in January to 73.2 degrees in July, with a yearly average of 56.0 degrees.

The average annual precipitation for the county is 48.7 inches, ranging from 5.19 inches in March to 2.91 inches in October. The average length of the frost-free growing season is 172 days, extending from the last week in April through the second week in October. These statistics are as recorded at the Cullowhee station.<sup>3</sup> Higher elevations usually experience more extreme weather.

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<sup>1</sup>Ibid.

<sup>2</sup>Ibid.

<sup>3</sup>U. S. Department of Commerce, Environmental Science Services Administration, Climates of the States, Climate of North Carolina, 1971.

Climate is an important consideration to future development of the county. If development continues to occur on somewhat severe slopes and with nearly fifty (50) inches of rainfall a year, heavy soil erosion will become a problem. The growing season of Jackson county is about six (6) months.

#### FLOODING

Flood prone areas are very important to future physical development of the county. Land use in these flood prone areas should be carefully planned so as to protect from damage to life and property.

Very little data is available for the county on flood prone areas. The Tennessee Valley Authority has collected flood information on parts of the county, specifically that along Scott's Creek near Sylva. However, it is known that, because of the steep slopes and heavy water runoff, flood potential is somewhat acute for many parts of the county. Another contributing factor to increased flood potential has been created by development within the flood plains of the county. Mobile home parks are probably the most predominant type of development occurring in flood plain areas. Development of these flood prone areas should be kept to a minimum and then only compatible uses should be allowed.

The county may find it necessary to establish some form of regulations that will enable them to properly guide development in these flood prone areas. Possible land use activities for the county to consider in restricting these areas include the following: 1) recreation 2) agriculture 3) open space 4) conservation.

#### AESTHETICS

Jackson County contains a large amount of beautiful attractions such as forest and rivers. These areas need protection if they are to continue being



a valuable asset to the county. Rivers need to be free from pollution in order to continue providing fishing that is so popular in the county. In surveying the county for this land use analysis, one would often run across privies built straddling a running creek. This practice needs to be stopped from both a health standpoint as well as an aesthetic one.

#### TRANSPORTATION

Transportation is a vital element in the development of any community. Many of the communities of Jackson County experience isolation because of the lack of means to get from one area of the county to another. This becomes particularly burdensome during the summer months with many tourists on the main thoroughfares of the county. The incorporated communities, especially Sylva, experience traffic problems in the central business district.

Development can be somewhat restricted without major thoroughfares to use in transporting goods. The completion of the U. S. 19A & 23 bypass help alleviate traffic problems around Sylva and Dillsboro, as well as create potential areas for development. The county does have rail access that passes through Sylva into Haywood County.



## CHAPTER III

### LAND USE ANALYSIS

#### INTRODUCTION

Wise use of land is one of the principal goals in planning for future growth. In order to plan for future growth, it is necessary to review what has been done in the past. In this section the existing uses to which land is devoted are examined.

In the future, existing developed land will continue to be used and changes in present uses will take place. As changes in present uses occur and as new land is taken for various uses, the image of Jackson County will change. By planning now for these changes, the county can insure a functional and pleasant place in which to live. The information in this report provides some of the basic data to be used in planning for the future of Jackson County.

In order to determine how land is presently used in Jackson County, a land use survey was made. The purpose of this study is to indicate present land development patterns upon which to base objective recommendations for the future use of land in Jackson County. The survey of land uses in Jackson County was completed in April, 1974

#### LAND USE CATEGORIES

The land uses in Jackson County have been grouped into the following categories:

- (1) Residential- Structures containing one or more dwelling units, including single and multi-family household units and mobile home parks;
- (2) Commercial - Any activity dealing in retail or wholesale trade or providing a service to the public;
- (3) Public and Semi-Public - Public lands and facilities existing to serve the public, but not primarily for commercial purposes.

These include churches, schools, cemeteries, recreation facilities, and all other types of federal, state, and local lands;

- (4) Industrial - Those activities which are engaged in the processing or fabrication of raw materials or the production of commodities or materials;
- (5) Resource Production, Extraction and Undeveloped Land - Those areas which are not being used for any of the above purposes. This includes undeveloped land and water space, forested areas both managed and unmanaged, land in agricultural uses, and mining.

#### LAND USE ANALYSIS

Jackson County has a land area of some 500 square miles or 319,744 acres. Fifteen townships and four incorporated towns are found within the county. Map 2 indicates the existing land use conditions for Jackson County.

#### RESIDENTIAL LAND USE

Residential development in Jackson County has occurred primarily in the Dillsboro-Sylva-Cullowhee Corridor with some fifty-seven (57%) percent of the population located in this area in 1970. For the most part, the remainder of the county is sparsely populated with most of the people locating along county and state roads. Most of the other more densely populated areas are found in second house subdivisions around the county.

The residential land use category includes single-family, multi-family and mobile home units. With the exception of the area around Cullowhee, little multi-family housing units exist in the county. Cullowhee has more multi-family units in order to accomodate Western Carolina University faculty and students.

Mobile homes are found throughout the county and appear to be increasing in number daily. These mobile home units are found in mobile home parks and on individual lots. Mobile home parks appear to be mostly located around Western Carolina University. Individual mobile homes are scattered throughout



the county, with many being located in flood plains or on cut-out hillsides.

Cullowhee Township and surrounding areas have experienced the most dense and most rapidly growing areas in the county. Residential development is also heavy in the Indian Hills section of the northwestern portion of the county.

The subdivision of land is the first step in the process of community development. Streets and lots, once platted and developed, set the over-all pattern of development for a particular portion of the county. The county has a continuing interest in the development, while a developer may have only a temporary interest. Subdivision regulations applied in advance of development provide a community with its only opportunity to insure that neighborhoods are properly designed.

One of the major problems with sparsely settled areas in the county is providing those residential areas with governmental services. Such necessities as water, sewer, fire and police protection, health facilities and education become very expensive for the county to provide. In many cases these services are probably impossible to be provided by the county.

#### COMMERCIAL LAND USE

As can be seen from Map 2, commercial areas outside of the municipalities are primarily located in the Indian Hills section along U. S. 441 towards Cherokee. The commercial uses along U. S. 441 are primarily tourist oriented such as motels, restaurants and craft shops. Other parts of the county find convenience type commercial areas, such as small service station-grocery store operations, locally owned.

The central business area of Sylva serves the residents of the entire county. Another commercial area exists near Western Carolina University,

primarily serving the people of the Cullowhee area and college students.

#### INDUSTRIAL LAND USE

According to the 1974-1975 Directory of North Carolina Manufacturing Firms, there are fourteen (14) industries located in Jackson County. Most of the industries are located in the Sylva-Dillsboro area. Very few industries are located away from the incorporated towns. Over the past several years, the county has experienced a decrease in the number of manufacturing firms employing persons in the county.

The primary industries, employing the most people in manufacturing in the county, are Skyland Textile, Sylva Manufacturing, Mead Corporation and Champion International Corporations. A loss of any one of these firms could substantially hamper the economy of Jackson County.

#### PUBLIC AND SEMI-PUBLIC LAND USES

Public and semi-public lands include churches, schools, cemeteries, recreation facilities, and all other types of federal, state, and local lands. Much of the land in this category is being used for educational purposes in the county. A large number of churches and cemeteries also exist in the county.

The federal government owns some fifteen (15%) percent of all land area within the county. Most of this land is accounted for in the Blue Ridge Parkway and Nantahala National Forest.

#### RESOURCE PRODUCTION, EXTRACTION, AND UNDEVELOPED LAND

This category consists primarily of forest and agricultural lands and vacant land. Some mining operations do take place in the county.

The total acreage for Jackson County is 319,744 acres.<sup>1</sup> Of this total

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<sup>1</sup>North Carolina State Government, Statistical Abstract, 1973 N. C. Department of Administration.

forest lands accounts for almost seventy-three (73%) percent of total land area in the county. The Nantahala National Forest has extensive holdings of forest land in the county. Cropland and pastures account for nine (9%) percent of land area. Recreation uses occupy some twelve (12%) percent of the total area.

The number of farms in Jackson County has decreased since 1964, along with the average size. However, most of the people are remaining outside the towns. For this reason the farm population has been decreasing, while the rural nonfarm population has been increasing. This trend is expected to continue.

Much of the land of Jackson County remains undeveloped. Vacant land is found in all parts of the county. The largest area of undeveloped land is found in the eastern half of the county between N. C. 107 and Haywood County. Much of the land area is extremely mountainous and is covered with rocks and forest. For this reason much of the undeveloped land in the county is not suited to any extensive development. Other undeveloped land, along the western border next to Macon County, lies in Nantahala National Forest.

The last section of this report is concerned with the land development potential of Jackson County. Uses of the land have been studied in detail. The result is a proposed land use development plan for the county as determined by existing land uses.



CHAPTER IV  
POPULATION AND ECONOMY

INTRODUCTION

The Population and Economy Study is essential to long range planning. The purpose of this study is to analyze such factors as population trends, changing social and economic characteristics, and growth indicators. Unless some projections are made concerning the population growth and the condition of the economy it will be impossible to estimate and guide the future development of Jackson County.

Population projections can be useful in determining the location of future land uses. Economic information can be used to establish priorities for raising the economic well-being of the citizens of the county.

The first section of this report is a detailed study and analysis of population statistics, characteristics, trends, and projections. It should be pointed out that population projections are not predictions. Past and present population statistics, along with anticipated development, are used as guides in estimating future population. The data contained in this section is taken from reports of the United States Census of Population.

The second section of this report covers the economy of Jackson County and factors that affect the economy. Principle factors to be discussed include industry, commerce and agriculture. Other data examines the work force of the county. Material taken for this section of the report is from reports of the United States Census of Population, U. S. Census of Agriculture, U. S. Census of Business, and U. S. Census of Manufacturing.



## POPULATION

### GENERAL CHARACTERISTICS

Jackson County has experienced relatively mild population increases since 1910. Two decades, between 1940 and 1960 had an actual decrease in population (see Chart 1). However, between 1960 and 1970, population growth on a percentage basis has increased twenty-one (21%) percent. Present population projections indicate that the population of the county will increase by 1,433 or six (6%) percent by 1980 and by 1,064 or another six (6%) percent by 1990 (see Table 1). Different things can affect population trends of the county such as new major thoroughfares, large new industries or an increase in the second home market. While the population of the county is expected to increase slightly over the next sixteen (16) years, notice should be taken that much of the increase is expected to occur in Cullowhee Township due primarily to Western Carolina University. Estimated population increases may also be accounted for by second home development throughout the county. However, it should be understood that second home residents are generally either in the county temporarily or are retired persons. As a result, the second home population has a minor impact on the economy compared to that of permanent residents of the county.

While the county as a whole is increasing in population, only nine (9) of the fifteen (15) townships are expected to increase in population over the next ten (10) to sixteen (16) years. Only one, Sylva, of the four incorporated towns is expected to increase their population over the same period of time (see Table 1). These projections would tend to confirm earlier suggestions about second home residents and college students accounting for much of the increase. Without these two (2) elements, or additional new job opportunities,

**Chart-1**  
**Population For Jackson County**  
**1910 - 1990**

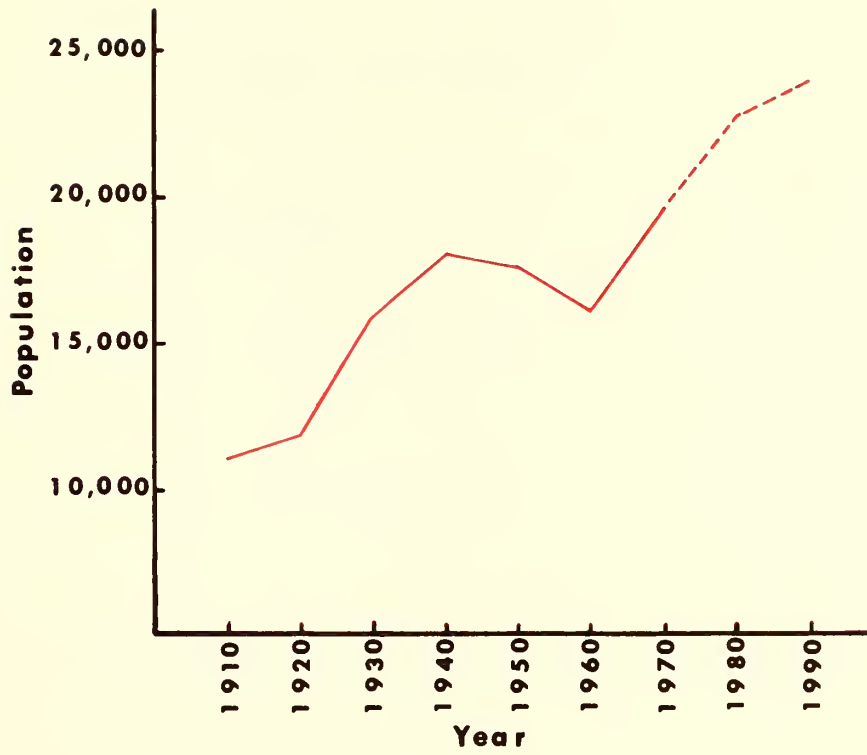


TABLE 1  
PAST POPULATION AND FUTURE PROJECTIONS FOR JACKSON COUNTY

County or Enumeration District	1910	1920	1930	1940	1950	1960	1970	1980	1990
JACKSON COUNTY	12,998	13,396	17,519	19,366	19,261	17,780	21,593	23,026	24,630
Barkers Creek Twp.	829	842	871	1,099	881	629	730	714	692
Canada Twp.	643	619	977	977	790	600	449	418	385
Caney Fork Twp.	748	807	1,384	894	745	521	443	392	323
Cashiers	520	319	663	797	831	610	610	625	676
Cashiers Town			216	353	305	342	230	234	204
Cullowhee Twp.	1,006	1,092	1,530	1,603	2,140	2,500	4,885	5,532	6,271
Dillsboro Twp.	800	756	982	1,077	895	695	772	767	769
Dillsboro Town	277	228	284	290	198	140	215	205	201
Greens Creek Twp	530	445	504	625	629	538	525	524	537
Hamburg Twp.	880	813	988	1,379	1,356	867	828	819	820
Mountain Twp.	372	318	375	460	416	263	224	199	180
Qualla Twp.	1,695	1,729	1,738	2,385	2,499	2,560	3,102	3,337	3,604
River Twp.	486	479	1,202	979	742	656	618	640	667
Savannah Twp.	670	703	786	888	810	729	827	853	878
Scott Creek Twp.	1,268	1,439	1,387	1,439	1,289	1,441	1,484	1,520	1,534
Sylva Twp.	1,515	2,242	3,369	3,858	4,263	4,263	4,800	5,348	5,865
Sylva Town	698	863	1,340	1,409	1,382	1,564	1,561	1,705	1,845
Webster Twp.	1,045	793	963	906	975	908	1,296	1,338	1,429
Webster Town	227	74	134	84	142	166	181	173	190



Jackson County could actually be losing people over the next few years.

Table 2 shows the percentage of change in the county and towns between 1960 and 1970. As one can see, only Dillsboro and Webster experienced population growth over the last census decade. Table 3 gives a comparison of townships and the county according to certain population characteristics. Canada Township has experienced the most significant population decrease (-25.2%) between 1960 and 1970, while Cullowhee Township has had the most increase (95.4%) over the same period. Webster Township also experienced a substantial increase of some thirty (30%) percent between 1960 and 1970.

Jackson County had the highest increase (21.4%) in population between 1960 and 1970 in comparison with surrounding counties. Transylvania was second in population increase (20.4%) to Jackson County. However, when measured over a twenty (20) year period, 1950 to 1970, Jackson County experienced a 10.8 percent increase in comparison to a 22.9 percent increase in Transylvania County. Both Macon and Swain Counties experienced losses in population for the same twenty (20) year period.

#### POPULATION BY AGE GROUP

Population by age group gives an indication of trends in the number and age of persons likely to be living in the county in the future. Table 5 indicates that the percentage of persons in Jackson County fourteen (14) years and younger has been decreasing over the past twenty (20) years. Over the same period of time, persons between fifteen (15) and twenty-four (24) years and fifty-five (55) years and older has been increasing. Increases in the age group fifteen (15) to twenty-four (24) years is due primarily to the influx of students enrolling in Western Carolina University.

With less children being born in the county, population growth will have to occur through in-migration. Permanent in-migration will need to be the

TABLE 2  
POPULATION CHARACTERISTICS FOR JACKSON COUNTY  
1960 - 1970

County or Town	1970	1960	Percent Change 1960 - 1970
Jackson Co.	21,593	17,780	+21.4
Cashiers	230	342	-32.7
Dillsboro	215	140	+53.6
Sylva	1,561	1,564	- 0.2
Webster	181	166	+ 9.0

Source: U. S. Census of Population, Number of Inhabitants, North Carolina, 1970.

TABLE 3

JACKSON COUNTY  
TOWNSHIP CHARACTERISTICS

1970

County or Township	1970 Total Pop.	1960 Total Pop.	Percent Change	Median Age	Age % Under 18 Years	%65 Years & Over
JACKSON COUNTY	21,593	17,780	+21.4	24.7	28.2	9.3
Barkers Creek Twp.	730	629	+16.1	26.2	35.3	10.7
Canada Twp.	449	600	-25.2	24.1	42.3	10.5
Caney Fork Twp.	443	521	-14.9	30.2	31.2	15.6
Cashiers Twp.	610	610	0.0	34.5	28.4	13.3
Cullowhee Twp.	4,885	2,500	+95.4	21.2	13.9	3.9
Dillsboro Twp.	772	695	+11.1	31.0	30.1	8.9
Greens Creek Twp.	525	538	- 2.4	38.8	26.5	14.3
Hamburg Twp.	828	867	- 4.5	35.4	29.7	15.5
Mountain Twp.	224	263	-14.8	32.2	34.4	14.3
Qualla Twp.	3,102	2,560	-21.2	25.5	38.7	8.9
River Twp.	618	656	- 5.8	27.7	30.7	11.5
Savannah Twp.	827	729	+13.4	29.7	32.5	10.3
Scott Creek Twp.	1,484	1,441	+ 3.0	30.0	32.3	11.5
Sylva Twp.	4,800	4,263	+12.6	30.2	29.2	10.5
Webster Twp.	1,296	908	+42.7	27.6	31.2	10.0

Source: U. S. Department of Commerce, Bureau of the Census,  
General Population Characteristics, North Carolina, 1970

TABLE 4  
TOTAL POPULATION FOR JACKSON AND  
ADJACENT COUNTIES 1950, 1960, 1970

COUNTY	1950 CENSUS	1960 CENSUS	% CHANGE 1950-1960	1970 CENSUS	% CHANGE 1960-1970
Jackson Co.	19,261	17,780	-7.7	21,593	+21.4
Haywood Co.	37,631	39,711	+5.5	41,410	+ 5.0
Macon Co.	16,174	14,935	-7.7	15,788	+ 5.7
Swain Co.	9,921	8,387	-15.5	7,861	- 6.3
Transylvania Co.	15,194	16,372	+7.8	19,713	+20.4

Source: U. S. Department of Commerce, Bureau of the Census  
General Characteristics, North Carolina, 1950.

U. S. Department of Commerce, Bureau of the Census  
Number of Inhabitants, U. S. Summary, 1970.

TABLE 5  
POPULATION BY AGE GROUP JACKSON COUNTY

1950 - 1960 - 1970

AGE GROUP	NO.	1950 % OF TOTAL	NO.	1960 % OF TOTAL	NO.	1970 % OF TOTAL
0 - 4	2,434	12.6	1,611	9.1	1,606	7.4
5 - 9	2,246	11.6	1,628	9.2	1,724	8.0
10 -14	2,034	10.6	1,994	11.2	1,707	7.9
15 -19	1,861	9.7	2,084	11.7	2,985	13.8
20 -24	1,572	8.2	1,444	8.1	2,958	13.7
25 -29	1,321	6.9	1,000	5.6	1,419	6.6
30 -34	1,202	6.2	939	5.3	1,132	5.2
35 -39	1,130	5.9	1,045	5.9	1,007	4.7
40 -44	1,092	5.7	983	5.5	1,016	4.7
45 -49	903	4.7	987	5.6	1,052	4.9
50 -54	809	4.2	911	5.1	1,046	4.8
55 -59	732	3.8	810	4.6	963	4.5
60 -64	580	3.0	675	3.8	971	4.5
65 -69	528	2.7	654	3.7	751	3.5
70 -74	381	2.0	460	2.6	547	2.5
75 +	435	2.2	555	3.0	709	3.3
	19,261	100.0	17,780	100.0	21,593	100.0

Source: U. S. Census of Population, 1950, 1960, 1970.

result of increased job opportunities in the county. This is especially true with twenty (20%) of the population fifty-five (55) years and older. Table 6 shows the age distribution by percent for Jackson, surrounding counties and North Carolina.

The median age of the population for the State of North Carolina has been increasing over the past seventy (70) years. The median age has risen from 18.8 years in 1900 to 26.5 years in 1970. Jackson County's population has a median age of 24.7 years, less than that of the state as a whole. This lower median age for the county is due in large measure to the large number of college students in the county. Table 7 shows the median age for both the State and Jackson County.

#### POPULATION, 1970-1972

According to statistics compiled by the North Carolina State Board of Health Jackson County has been increasing slightly (2%) in population since 1970. Table 8 shows the natural increase (births minus deaths) and the total increase (natural increase plus net migration) for the county. If the natural increase is subtracted from the total increase, the result is the amount of net migration for the county for 1971 and 1972. These figures should be considered only as estimates. These figures indicate that the county is continuing to gain population.

Another method of estimating population increases is by the number of electrical connections made in the county since 1970. Table 9 gives this information as compiled by the Nantahala Power and Light Company. The Power Company points out that these figures do not distinguish between new connections and re-connections. It also does not give the type of structure, whether commercial, industrial, or residential. For these reasons these figures are almost surely high for the actual population of Jackson County. These figures

TABLE 6  
PERCENT OF AGE DISTRIBUTION FOR JACKSON  
AND SURROUNDING COUNTIES AND NORTH CAROLINA, 1970

AGES	Jackson	Macon	Swain	North Carolina
0 - 17	28.2	30.2	33.4	34.6
18 - 64	62.5	55.5	54.9	57.2
65 & Over	9.3	14.3	11.7	8.2

Source: U. S. Census of Population, 1970.



TABLE 7  
 MEDIAN AGE OF THE POPULATION, NORTH CAROLINA  
 1900 - 1970

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1900	18.8
1910	19.3
1920	19.6
1930	20.4
1940	23.1
1950	25.0
1960	25.5
1970	26.5

---

NORTH CAROLINA - - MEDIAN AGE

1970

State	26.5
Male	25.0
Female	28.1

Jackson Co. 24.7

Male 24.1

Female 25.7

---

Source: U. S. Census of Population

TABLE 8  
JACKSON COUNTY VITAL STATISTICS  
1970 - 1972

Year	Population	Natural Increase	Net Migration	Total Increase
1970	21,593	162		
1971	22,066	160	313	473
1972	22,450	146	238	384

Source: North Carolina State Board of Health,  
Vital Statistics, 1970, 1971, 1972.

TABLE 9  
ESTIMATED POPULATION JACKSON COUNTY

1970 - 1974

Year	No. of Electrical Connections	Estimate of Population (3.2 Persons/Household)
1970	200	640
1971	215	688
1972	276	883
1973	337	1,078
May 1, 1974	104	332
Total	1,132	3,622
Population 1970		<u>21,593</u>
		25,215*

\*This is an estimated figure only. This population figure seems to high and may be accounted for in the discrepancy of electrical connections. It is unknown how many of connections were first time connections as opposed to re-connections. This estimate does not fully account for migration statistics.

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Source: Electrical Connections - Nantahala Power and Light Company-  
Population Estimates - Number of persons per household in 1970 multiplied by number of electrical connections.

do not fully account for migration statistics. For a more accurate population estimate, the reader is referred to Table 1.

## EDUCATION

Educational attainment can be an important asset to any community. It can mean more job opportunities with generally higher income. It can be used to attract potential employers to the county. Education can be an asset in the development of both the economic and social well-being of the county.

The responsibility of providing education for the people of Jackson County is shared by the State of North Carolina and the county. This section of the population report shows the level of education attained by the citizens of Jackson County and compares this level of education with the State of North Carolina and the United States. (see Table 10)

A study of Table 10 indicates that in terms of median school years completed, Jackson County residents are below both the State and the Nation. However, the county does compare favorably with surrounding counties. Only Haywood County shows a higher media school years completed record. Both Swain and Macon Counties fall below the Jackson County level of school years completed.

Public school expenditures per pupil amounted to \$785 in 1972 in Jackson County. This per pupil expenditure is greater than the State as a whole and for surrounding counties (see Table 11). Total public school expenditures amounted to just over 2.5 million dollars for the county in 1972.

The study of population and the economy undertaken in this report will assist in the determination of future needs for community services. In general it would appear that the Jackson County school population is declining slightly and should continue to do so through the 70's. The higher percentage

TABLE 10  
EDUCATIONAL LEVELS  
JACKSON COUNTY

	Median School Years Completed	% Completed Less Than 5 Years	% Completed 12 Years & Over
Jackson County	9.7	10.4	33.4
Haywood County	10.3	17.0	35.6
Macon County	9.1	10.4	31.3
Swain County	9.0	12.9	29.4
North Carolina	10.6	10.0	38.4
United States	12.1	5.5	52.3

Source: U. S. Census of Population, 1970.

TABLE 11  
PUBLIC SCHOOL EXPENDITURES  
JACKSON AND SURROUNDING COUNTIES, 1972  
PER PUPIL EXPENDITURE

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	State	Federal	Local	Total
State Total	\$480	\$109	\$130	\$719
Jackson County	536	169	81	785
Haywood County	476	96	111	683
Macon County	524	140	78	742
Swain County	539	186	28	752

---

Source: North Carolina State Government, Statistical Abstract, 1973.

of older persons may increase the demand for more health services.

The most important fact to remember is that the county should not accept these population projections as conclusive. A community which attempts to improve itself socially, economically, and culturally, will almost always continue to grow in population. The citizens of the county, the elected and appointed officials, must all work together to provide a climate which will keep people and industry in the county. In addition to keeping present citizens, the county should make every effort to attract more people and new industry.



## CHAPTER V

### ECONOMY

Knowledge about the present economy of Jackson County is important to the present and future citizens of the county. In order for the county to grow, the economy of the county must be continually strengthened. Without a strong economy, the county could experience a decline in population. The young people must be given adequate employment opportunities to entice them to remain in the county. Adequate job opportunities are attracted in part by a suitable labor force, either existing or potential. It therefore becomes necessary to keep abreast of population and economic trends in the county.

This section of the Population and Economy report will deal with analyzing the economic situation of the county. Sections will be included relating to employment, income, business data, manufacturing and farming information. Commuting patterns for the county will also be reviewed.

#### EMPLOYMENT

It is generally acknowledged that the supply of labor is an important factor in determining the economic well-being of a given area. Table 12 compares certain economic characteristics of Jackson and surrounding counties. In 1970 the county experienced the lowest percentage of unemployed workers (4.5%) in comparison with its neighboring counties. Table 12 also indicates that employed persons were evenly distributed among manufacturing industries, white collar workers, and government employees.

The most distressing fact pointed out by Table 12 is that 1,698 workers or 22.1 percent of the labor force went outside the county for their place of employment. The county only drew 393 workers into the county for a net loss of 1,305 workers to other counties (Table 13). The loss of workers in

TABLE 12

## ECONOMIC CHARACTERISTICS

## IN JACKSON AND ADJACENT COUNTIES

1970

County	Percent in Labor Force		Percent Civilian Labor Force Unemployed	Worked During Census Week- % Working Out- side County of Residence	% In Manufacturing Industries	Employed Persons	
	Female - 16 Years & Over	Male - 16 Years & Over				% In White Collar Occupation	% Gov't Workers
Jackson County	37.9	58.6	4.5	22.1	26.7	34.4	25.8
Haywood County	34.1	74.5	6.0	14.6	44.1	32.0	10.6
Macon County	37.7	63.5	4.6	13.8	32.4	29.0	16.3
Swain County	33.7	62.4	4.6	16.5	27.2	32.7	28.3
Transylvania County	35.7	78.4	4.7	7.7	49.2	36.9	13.5

TABLE 13

JACKSON COUNTY

COMMUTING PATTERNS: 1960 - 1970					
1960			1970		
Out	In	Net Gain (+) Or Loss (-)	Out	In	Net Gain (+) Or Loss (-)
Commuting	Commuting		Commuting	Commuting	
Jackson County 980	212	-768	1,698	393	-1,305

SOURCE: North Carolina Commuting Patterns, 1960 & 1970  
Employment Security Commission of North Carolina

8% of Labor Force

TABLE 14

## ESTIMATED RECRUITABLE LABOR FOR

## INDUSTRIAL DEVELOPMENT IN JACKSON AND ADJACENT COUNTIES

1970

	TOTAL	Experienced Manufacturing Workers		All Other Experienced Workers		Inexperienced But Trainable And Referable		H.S. Graduates Entering Labor Force Annually	
		Male	Female	Male	Female	Male	Female	Male	Female
Jackson Co.	800	50	130	210	110	100	200	40	50
Haywood Co.	1,375	190	210	440	235	150	150	112	100
Macon Co.	250	30	45	70	35	30	40	45	30
Swain Co.	275	25	20	60	45	65	60	20	16

N. C. Employment Security Commission

TABLE 15

## PERCENT EMPLOYMENT BY INDUSTRY, 1970

INDUSTRY	Jackson Co .	North Carolina	United States
Agriculture, Forestry, & Fisheries	2.7	4.9	3.5
Mining	0.3	0.2	0.8
Manufacturing	26.7	33.6	24.4
Construction	13.3	6.2	5.5
Transportation, Communications, & Public Utilities	5.0	5.2	6.3
Commerce	16.6	22.0	26.5
Personal Services	10.3	5.5	5.1
Professional & Related Services	22.1	13.4	16.5
Public Administration	3.0	3.4	5.2
Industries Not Reported	-	5.6	6.2

SOURCE: U. S. Bureau of the Census; 1970 Census Population.

TABLE 16

## MEDIAN FAMILY INCOME

## JACKSON COUNTY, 1970

COUNTY	Median Family Income	Mean Family Income	Percent with Income of Less than Poverty Level	\$15,000 or More
Jackson Co.	\$5,934	\$6,897	28.8	6.0
Haywood Co.	7,189	7,687	17.9	6.0
Macon Co.	5,666	6,243	27.3	3.3
Swain Co.	5,189	6,097	29.9	4.2
Transylvania Co.	8,048	8,468	16.9	8.8

SOURCE: U. S. Dept. of Commerce, Bureau of the Census,  
General Social and Economic Characteristics,  
North Carolina, 1970

1970 to other counties was a continuation of the same pattern in 1960.

In order to attract new industry to the county a sound labor force, either trained or trainable is needed. Table 14 indicates Jackson County's estimated recruitable labor in comparison with neighboring counties. Jackson County appears to have more recruitable labor than the other counties with the exception of Haywood County. This amount of potential labor can be used in attracting new industry to Jackson County.

According to the 1970 Census, manufacturing employs the highest percent\* (26.7%) of workers, with professional and related services second (22.1%) and commerce third with 16.6 percent of the labor force. Table 15 compares Jackson County employment by industry with North Carolina and the nation. It is interesting that Jackson County being a rural county ranks below the State and the Nation in agricultural related employment. On the other hand, the county ranks above the State and the Nation in professional and related services. This occurrence is due primarily to Western Carolina University and Southwestern Technical Institute.

### INCOME

In 1970, Jackson County residents had a median family income of \$5,934. Median income means that half of the families had incomes above \$5,934 and half of the families had incomes below that amount. The county had a higher median income level than either Macon or Swain counties and lower than Haywood and Transylvania counties (Table 16). More than one fourth (28.8%) of the residents had incomes less than the poverty level as established in the 1970 Census (Table 17).

Mean (average) family income is defined as the total income of all families divided by the total number of families. One method of measuring income distribution is to observe the difference between the mean and median income



TABLE 17  
POVERTY THRESHOLDS  
1970 CENSUS

FAMILY SIZE	RESIDENCE TYPE	
	Non-farm	Farm
1-Person (Unrelated Individual)	\$1,840	\$1,569
2-Person	2,383	2,012
3-Person	2,924	2,480
4-Person	3,743	3,195
5-Person	4,415	3,769
6-Person	4,958	4,244
7-Person or More (8 Average)	6,101	5,182

SOURCE: U. S. Census, 1970

because the greater the difference the more uneven the distribution of the income. Applying this method to Jackson County shows that distribution of income is fairly uneven, with almost a thousand dollars difference between mean and median incomes.

Per capita income is defined as the total income of all families and individuals divided by the total population. Table 18 gives the per capita income for the county for a five year period, 1966 through 1970. Though the county has experienced an increase in per capita incomes over the five year period, it continued to have the lowest per capita income of its surrounding neighbors. Per capita income for the State was about forty-one (41%) percent above that of Jackson County.

## BUSINESS

In addition to employment and income, information concerning business activity in an area can give an indication as to how the economy is progressing. Tables 19, 20 and 21 give business related activity for Jackson County. Table 19 compares gross retail sales for fiscal years 1970 - 1971 and 1971 - 1972 of Jackson and surrounding counties. As can be observed from the table, Jackson County had a larger increase in percentage of gross retail sales than its neighbors or the State of North Carolina as a whole.

Tables 20 and 21 give Retail and Wholesale Trade for the county for 1963 and 1967<sup>1</sup>. Retail trade experienced a drop in 1967 from that of 1963 as far as number of establishments and number of employees. However, sales went up and as Table 19 points out, sales are continuing to increase in Jackson County. Wholesale trade has shown no signs of decreasing during this period of time. Not only did sales go up, but there was almost a sixty-two

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<sup>1</sup>Latest Business Census Available at Time of Study.

TABLE 18

PER CAPITA INCOME FOR JACKSON

AND SURROUNDING COUNTIES - 1966 - 1970

COUNTY	1966	1967	1968	1969	1970
Jackson	\$1,570	\$1,732	\$1,607	\$1,776	\$1,893
Haywood	2,107	2,290	2,499	2,701	2,788
Macon	1,441	1,595	1,747	1,976	2,092
Swain	1,878	2,011	2,156	2,410	2,654
Transylvania	2,237	2,519	2,598	2,932	3,173
North Carolina	2,316	2,481	2,711	2,989	3,208

SOURCE: North Carolina State Government Statistical Abstract, 1973  
N. C. Department of Commerce

TABLE 19

## GROSS RETAIL SALES FISCAL YEARS

1970 - 1971 and 1971 - 1972

## JACKSON AND SURROUNDING COUNTIES

COUNTY	1971 - 72	1970 - 71	% Income <u>1971 - 1972</u> 1970 - 1971
Jackson	31,421,421	27,023,154	16.2
Haywood	89,794,919	79,847,965	12.4
Macon	36,533,824	31,688,497	15.2
Swain	14,368,558	13,117,692	9.5
Transylvania	30,530,819	27,590,607	10.7
North Carolina	14,479,818,839	12,653,965,346	14.4

SOURCE: Analysis of Sales and Use Tax Collections and Gross Retail Sales by Counties and Business Groups, Sales and Use Tax Division, North Carolina Department of Revenue.  
Basic Economic Indicators of Region "A", Southwestern North Carolina Planning and Economic Development Commission.

TABLE 20

## RETAIL TRADE

## JACKSON COUNTY

1963 - 1967

	<u>1963</u>			<u>1967</u>		
	Establish- ments	Sales \$000	Annual Payroll \$000	Establish- ments	Sales \$000	Annual Payroll \$000
Jackson County	180	12,274	987	142	15,482	1,346
Change 1963 - 1967				-21.1	+26.1	+36.4
						Employees
						423
						-25.3

SOURCE: U. S. Bureau of the Census, Census of Business, 1967.

(62%) percent increase in employees in wholesale trade.

Overall, business appears to be making a generous contribution to the economic well-being of the county. This trend will probably continue with the increase in college students and tourists coming into the county. If the second home market continues to increase, business will be further strengthened.

### MANUFACTURING

Manufacturing has been increasing in the county over the past several years. Table 22 shows that investments totaling some \$8.4 million have been increased either through new or expanded units since 1960. Some 1900 new employees have been added during the same period of time.

Table 23 shows that in 1972 Jackson County had twenty manufacturing establishments with seven employing 20 or more workers. These manufacturing firms had a combined payroll of \$8 million in 1972. Table 24 gives the number of employees in manufacturing from 1963 through 1972. These figures indicate fluctuations in employment from year to year but appears to be steadily increasing since 1970. However, the 1974 - 75 Directory of North Carolina Manufacturing Firms indicates that the county has experienced a decrease in the number of manufacturing firms to 14.

In 1971, the average weekly earnings in manufacturing in Jackson County was \$96.70. The average weekly earnings for the state was \$119.23. Average weekly earnings for Jackson County workers was eighty-one (81%) percent of that of the State as a whole<sup>1</sup>. In order to raise the average weekly earnings Jackson County should attempt to attract high technology industry, thus raising the value added by manufacturing and in turn weekly earnings of the employees.

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<sup>1</sup>North Carolina State Government, Statistical Abstract, 1973.

TABLE 21

## GROWTH OF WHOLESALE TRADE

## JACKSON COUNTY

1963 &amp; 1967

	<u>1963</u>			<u>1967</u>		
	Establish- ments	Sales \$000	Annual Payroll \$000	Establish- ments	Sales \$000	Annual Payroll \$000
Jackson County	10	2,438	103	11	3,031	226
Change 1963 - 1967				+10.0%	+24.3%	+119.4%
						+61.8%

Source: Census of Business, 1967



TABLE 22  
INDUSTRY - NEW AND EXPANDED  
JACKSON COUNTY, 1960 -1971

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Calendar		Investment		Employees	
		(in '000's)			
<u>Years</u>	<u>New</u>	<u>Expanded</u>	<u>New</u>	<u>Expanded</u>	
1964-1965	\$2,207	\$ 391	1,100	221	
1965-1969	595	4,140	185	250	
1970-1971	<u>600</u>	<u>560</u>	<u>150</u>	<u>-</u>	
Total	\$3,402	\$5,091	1,435	471	

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SOURCE: Profile North Carolina Counties, Department of Administration, 1973

TABLE 23  
MANUFACTURING - JACKSON COUNTY, 1972

	Establishments		All Employees	
	Total	With 20 Employees or More	Number (1,000)	Payroll (Million Dollars)
JACKSON COUNTY	20	7	1.6	8.0

Source: 1972 Census of Manufacturer (Preliminary Report)

TABLE 24  
JACKSON COUNTY  
MANUFACTURING EMPLOYMENT  
1963 - 1972

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1963	980
1964	1,200
1965	1,200
1966	1,140
1967	1,370
1968	1,260
1969	1,370
1970	1,250
1971	1,350
1972	1,600*

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SOURCE: N. C. Employment Security Commission

\*U. S. Census of Manufacturing, 1972 (Preliminary Report)

## FARMS

For a rural county such as Jackson County, a relatively small percentage of people are actually engaged in farming. Only 2.7 percent of the population is engaged in agricultural related employment. This compares with 4.9 percent for the State and 3.5 with the nation.

Like other places in North Carolina and other parts of the country, the number of farms has been decreasing in Jackson County. Between 1964 and 1969, the county lost 282 or thirty-four (34%) percent of its farms (Table 25). The size of farms by acres has also been decreasing between 1964 and 1969 (Tables 26 and 27). Table 28 gives farms by economic class in Jackson County in 1969.

The total land area for the county is 242,400 acres. Farm acreage was 56,687 in 1964 and 36,516 in 1969, a drop of some 20,000 acres of farm land. In 1969 15.1 percent of total acreage was in farm land as compared with 23.4 percent in 1964.

Table 29 shows that even though farming has decreased in the county, the average value of land and buildings per farm has increased some \$12,600 between 1964 and 1969. Cash receipts from farming and government payments for Jackson and surrounding counties are shown in Table 30.

Since farming is decreasing as a way of living in the county, every effort will be needed to supply jobs for people coming out of the farming population. If new jobs are not provided these people will either leave the county seeking employment or remain and depend on public assistance for their livelihood.

TABLE 25

## NUMBER OF FARMS IN JACKSON COUNTY, 1964 &amp; 1969

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Year	1964	1969	% Gain (+) or Loss (-)
Farms	825	543	-34.2

---

Source: U. S. Census of Agriculture, 1969

TABLE 26

## NUMBER OF FARMS BY SIZE - JACKSON COUNTY, 1964 &amp; 1969

---

	<u>1964</u>	<u>1969</u>
1 to 9 Acres	24	19
10 to 49 Acres	451	279
50 to 69 Acres	121	79
70 to 99 Acres	95	72
100 to 139 Acres	61	38
140 to 179 Acres	26	16
180 to 219 Acres	13	14
220 to 250 Acres	6	10
260 to 499 Acres	21	15
500 to 999 Acres	4	1
1,000 to 1,999 Acres	3	-
2,000 Acres and Over	-	-

---

SOURCE: U. S. Census of Agriculture, 1969.

TABLE 27

AVERAGE SIZE OF FARMS IN JACKSON COUNTY, 1964 & 1969

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Year	1964	1969
Size	68.7 Acres	67.2 Acres

---

SOURCE: U. S. Census of Agriculture, 1969



TABLE 28

## FARMS BY ECONOMIC CLASS - JACKSON COUNTY 1964 &amp; 1969

---

	<u>1964</u>	<u>1969</u>
Sales of \$40,000 or More	2	2
\$20,000 to \$39,999	1	-
\$10,000 to \$19,999	6	6
\$ 5,000 to \$ 9,999	12	19
\$ 2,500 to \$ 4,999	35	22
\$     50 to \$ 2,499	869	494

---

SOURCE: U. S. Census of Agriculture, 1969.

TABLE 29

## AVERAGE VALUE OF LAND AND BUILDINGS PER FARM IN JACKSON COUNTY

1964 &amp; 1969

---

Year	1964	1969
Value	\$10,428	\$23,069

---

SOURCE: U. S. Census of Agriculture, 1969.

TABLE 30

## CASH RECEIPTS FROM FARM MARKETINGS AND GOVERNMENT PAYMENTS

IN THOUSANDS OF DOLLARS BY COUNTY, 1970

COUNTY	(000's)			
	TOTAL	ALL CROPS	LIVESTOCK & PRODUCTS	GOVERNMENT PAYMENTS
JACKSON	\$1,108	\$ 635	\$ 399	\$ 74
HAYWOOD	7,276	3,576	3,608	92
MACON	3,941	829	3,010	102
SWAIN	681	376	279	26
TRANSYLVANIA	1,807	1,130	570	107

SOURCE: North Carolina State Government, Statistical Abstract, 1973  
N. C. Department of Agriculture.

## RECOMMENDATIONS

1. MANUFACTURING: Jackson County should continue to attract industry. The county should make an effort to attract industries which will be an economic asset but does not create an adverse environmental impact on the county. The county should try to attract non-polluting industrial establishments. With the facilities to train skilled labor, the county should attract industries requiring skilled labor, thus increasing income of the residents.
2. EDUCATION: The county should develop programs designed to encourage all citizens, especially the young, to utilize educational opportunities which are available to them in order to qualify for employment. Rather than needing an upgrading in educational opportunities, the citizens of Jackson County need to take advantage of existing educational opportunities.
3. TOURISM: The county needs to take advantage of its natural beauty through tourism that occurs within its boundaries. An existing agency or new office should be assigned the task of promoting the county to the tourist trade. Jackson County has many attractions such as Nantahala National Forest, Cherokee Indian Reservation, and beautiful streams and rivers for fishing. These attractions need to be advertised and promoted.
4. AGRICULTURE AND FORESTRY: The county should continue to provide assistance to the Agriculture Extension Program and other agencies to land owners advising them of the best use of the land and soils for forestry and agricultural purposes. The major goal in agriculture should be the development of efficient, profitable farms yielding a good income for those who choose to stay in full-time farming.
5. SCENIC BEAUTY: Regulations are needed to protect the county's scenic beauty which is one of its greatest assets. A beautification program should be started to clean up along highways and river and stream banks.

6. RECREATION AND CULTURAL ACTIVITIES: In order to provide for the needs of recreational and cultural programs, the county should support and encourage these activities. Without recreational and cultural activities, people will be more apt to leave the county, or not consider it for a place of residence.

7. DEVELOPMENT STANDARDS: The county will shape its own destiny. It needs to develop standards by which to control unplanned growth. Without standards county expenses will increase much more rapidly than with them. Development of a sound tax base is essential to continued growth of the county.

Jackson County should be very concerned with not only will it grow, but also how it will grow in the years to come. The county should establish goals and objectives for all phases of growth within the county. It should then provide necessary programs and policies that work towards the accomplishment of the established goals and objectives. The county should encourage full cooperation among the various private and governmental concerns within the county in working toward a well-planned and economically sound county of the future.

## CHAPTER VI

### LAND DEVELOPMENT PLAN

#### INTRODUCTION

This report is the culmination of a one yaer planning program for Jackson County which included a Land Use Survey and Analysis and a Population and Economy Study. These two studies are the basis for the Land Development Plan. In addition a Housing Work Element is being printed under separate cover. By reaching this point, the planning program for Jackson County has achieved a minor goal; however, in light of achievement of planning goals and objectives or the implementation of this Plan, the program has just begun.

These four studies have been designed to point out the assets and liabilities of the County and to develop a plan conserving the assets while planning for the growth of the county. With this premise in mind, this plan attempts to achieve the following general goals and objectives.

#### GOALS AND OBJECTIVES

- (1) Protect several social amenities of the county including: (a) The Western Carolina University campus; (b) Southwestern Technical Institute; (c) The Webster Historical Site.
- (2) Protect the natural environment of the county from intensive urban development. Those areas include: (a) freshwater streams; (b) forestry and vegetation; (c) clean air; (d) wildlife.
- (3) Confine Commercial and Industrial Development to stratigic areas most suited for such uses.
- (4) Plan with the idea of providing the most efficient use of natural resources and public services.

- (5) Confine Urban type development to those areas most adequately prepared physically and economically to support such development.
- (6) Promote and coordinate transportation plans of the local communities with the North Carolina Department of Transportation in order to create the most functional system.
- (7) Provide for residential areas so that people have a diversity of housing alternatives.
- (8) Plan with the idea of eliminating all substandard housing within the county.
- (9) Plan with a development strategy -- Jackson County has limited land for development. In other words there is a maximum growth potential for Jackson County, and there is a maximum rate of acceleration toward that goal-- a rate that should be parallel with public services.

#### Criteria for Selecting Future Land Use Locations

The general goals and objectives of this plan are tied to certain criteria; moreover, specific land use in the Plan are tied directly to the criteria. The criteria are as follows:

- (1) New development is planned to complement soils, topography, drainage, and other natural features.
- (2) Land uses that create large traffic volumes are located so as to provide access to major transportation arteries.
- (3) Smoke and odor producing uses are planned on sites located where wind will carry these effects away from residences and other such uses.
- (4) Undesirable land uses in conflict with other uses are located on separate sites.
- (5) Land uses are planned in conformity with all other applicable regional and local plans.



(6) Land uses are planned in order to complement existing land uses where practical.

(7) Land Uses are planned to fulfill local aspirations unless there is a definite reason related to physiographic characteristics, health or public safety for doing otherwise.

#### LAND CLASSIFICATIONS

This Plan will discuss five (5) basic land classifications: (1) Residential land; (2) Commercial Land; (3) Industrial Land; (4) Public and Semi-Public Land; and (5) Vacant Land.

Since the population projections in the Population and Economy Study project through the year 1990, future land needs in this Plan will be programed for that period.

#### RESIDENTIAL LAND

How much residential land will be needed by 1990? According to projections made by the Division of Community Services, Jackson County's population will increase by only 2,497 people by 1990. Assuming that family size (3.16 persons per family) remains fairly constant during that period, the county will need 790 additional new homes. Due to the projected lack of water and sewer services in most of the areas where such additional housing is planned, it is safe to assume that the average lot size will need to be one-half (1/2) acre. One-half (1/2) acre for 790 additional homes creates a minimum residential land need of 395 acres.

Will other growth factors and good planning create the need for additional residential land?

If Jackson County adopts accepted planning practices such as flood plain controls or zoning and if Western Carolina University or other public facilities

expand to the point of displacement of homes thus creating a need for relocation, more new residential land will be needed.

A mobile home ordinance could alone create a large need, since such an ordinance would likely force many existing mobile homes out of flood plains and off of crowded lots. (It is estimated that this could presently create an additional land need of 100 acres.)

Zoning may designate some old residential areas as nonconforming thus making it more economical for residents to relocate (eventually). Other changes such as a movement from rural areas to urban areas might vacate some land thus creating a need for new residential land near Sylva and Cullowhee.

As a consequence of these and other unpredictable factors, it is safe to project residential land needs at an amount far higher than population projections alone indicate the need to be.

What kind of residential land is projected?

Jackson County currently has 7,366 dwelling units. Of this total 5,550 are single family and 1,370 of the single family total are mobile homes. Based on the 1970 Census of Housing, the 1974 projected total of seasonal homes is 627.<sup>1</sup> The 1970 Census of Housing also indicated that rural farm houses totaled 612 and that owner occupied units totaled 4,519.

We cannot assume that these statistics will project parallel with the population. For example farming is decreasing; hence rural farm houses will probably decrease, seasonal homes are increasing at a more rapid rate, and mobile homes and renter occupied structures will increase on a percentage basis with bad economic conditions or high mortgage interest rates.

As a consequence, the Land Development Plan is designed to accumulate more mobile homes by providing high density residential land near community facilities. It is also designed to provide land in rural resort areas to

<sup>1</sup>Survey by Division of Community Services, April, 1974.

accommodate seasonal residents. This is especially true in the Cashiers area. Furthermore, high density residential land is provided for around Cullowhee to accommodate residential needs of University students and faculty who occupy the vast majority of multi-family dwelling units. Again, public water and sewer services are especially needed here and are listed as a major priority in the Priority Section.

Where should additional residential land be located?

A natural pattern of migration is occurring within Jackson County. Although population is increasing for the whole county, rural areas are decreasing in population. Township's near Sylva and Cullowhee are increasing at a rapid pace. There is no reason to disrupt or manipulate this pattern as long as it is projected and planned for. The projections of land on the Land Development Plan assume that this trend will encourage the trend by providing services, zoning, building codes, subdivision regulations, etc.

If this trend is managed wisely the whole county will benefit. Rural areas can be better preserved for open space and agriculture while urban areas with increased density can accommodate people at a much lower per capita cost. For example water and sewer services can be provided in conjunction with existing facilities by increased capacity and distribution and collection lines. If high densities were to occur far out in the county every public service might be overloaded-- schools, highways, water, sewer, fire protection, refuse collection, etc. The Land Development Plan reserves most of this land for agriculture and open space.

COMMERCIAL LAND

How much commercial land will be needed by 1990?

It is probably safe to conjecture that Jackson County could support 2,497

more people in 1990 without utilizing a single acre of vacant land. In order to do this, existing commercial land would have to be replanned with higher densities, more parking and greater variety and diversification. To accomplish this would require several innovations such as joint county-city management of commercial land in an urban renewal type program, cooperation of land and business owners, and a willingness on the part of the public to accept limitations on the number of service stations, grocery stores, and similar services in relation to the population. This is, of course, an idealistic situation and which, in all probability, would not occur.

It is mentioned here only to suggest that Jackson County needs to manage existing commercial land better. Moreover, the county should zone to protect and expand these existing commercial areas which are included in the Land Development Plan. Additional commercial land has been projected on the Land Development Plan and should be adequate beyond the 20 year planning period. Extreme care should be taken before utilizing other land for commercial use, since such use generally restricts adjacent land from higher uses.

What kind of commercial land is needed?

Besides providing for shopping facilities for permanent residents of the county, Jackson County merchants have two other distinct groups of customers: (1) Tourist and Seasonal Residents (2) Students at Western Carolina University.

In order to best serve the students at Western Carolina University, the Land Development Plan suggests that the existing commercial area along N. C. 107 adjacent to both sides of the Tuckasee River be expanded and developed more intensely. In conjunction, it is suggested that the small commercial area on the University Campus be phased out. This area is a traffic problem, is full of mixed land uses, and is a detriment to the beauty of the college campus. The best use of the area would be for expansion of University facilities.



A greater variety of shopping facilities is suggested for the N. C. 107 area. If the variety included grocery stores, clothing stores, etc. less traffic would be generated between Cullowhee and Sylva.

The other group of special retail customers in Jackson County are tourists and second home owners. These people contribute greatly to retail trade in the county especially in the Indian Hills section of the county on the Cherokee Indian Reservation. The types of existing commercial activities there include motels, restaurants, craftshops and tourist attractions. In order for this segment of the economy to prosper, there will probably be a need for other businesses. With these additions, there needs to be a managed growth policy. Existing problems along U. S. 441 and U. S. 119 leading into Cherokee include mixed land uses, traffic congestion at times, inadequate parking at some establishments, and unsightly billboards and related structures. There is no reason to hope that these problems will subside with growth. The Land Development Plan suggests clusters of commercial activities at strategic intersections. Such clustering can restore the areas natural beauty and help stimulate tourism. It is recognized that Jackson County cannot legally zone strategic areas of this section since it is under the jurisdiction of the Cherokee Indians. However a joint effort could be undertaken to provide needed control.

Sylva is planned to remain a county shopping center. There is not a great deal of potential for Sylva becoming a regional shopping center since practically every other county in the area has a similar retail trade center and since Asheville, on a regional basis, is difficult to compete with. Downtown Sylva can be greatly improved with shopfront renovations, better parking, and traffic circulation. Sylva's potential for growth is limited by geographic conditions and sometime in the future a shopping center will

probably be necessary adjacent to the town. Adequate land for alternate sites is projected on the Land Development Plan.

Cashiers is expected to remain primarily a second home attraction and the types of shops there will remain similiar to existing facilities. Because of the projected population, there is little liklihood that Cashiers can support super markets or large department stores. Additional commercial land is projected on the Land Development Plan to accommodate any future needs. In addition, the proposed intersections with the Blue Ridge Parkway are designated for commercial service areas. If the Parkway is not constructed these land uses may be changed on the Land Development Plan.

In addition to the preceeding specific commercial areas, the Plan projects several neighborhood shopping areas in various sections of the county. It is fully realized that some of these areas will never be developed but they are included as a safety factor and can revert to another use by changing the plan and/or zoning.

There are a few other areas of the county that should be protected from commercialization: (1) The Webster Historical Site; (2) Southwestern Technical Institute; (3) Western Carolina University; and (4) Thorp Reservoir. Although some of these have built in protection, County zoning is proposed as an additional protection.

#### INDUSTRIAL LAND USE

Jackson County's existing industries are located, for the most part, in the Sylva-Dillsboro area. From several stand points, this is the ideal location: (1) Near water and sewer facilities; (2) Near the bulk of the existing population; (4) Near the best transportation facilities including rail; and (5) Away from scenic beauty and culture facilities.

The Land Development Plan has projected additional industrial land in the same area for the foregoing reasons. The exact amount of industrial land needed by 1990 is difficult to project because of several factors. In the first place, industries seeking new sites have a wide range of land needs. Some industry requires large tracts for processing and storage while others require very little. Some industries require large tracts as a matter of policy for protection, future expansion, or simply landscaping and open space. Some industries even prefer rural locations and are willing to provide their own water and sewer facilities.

In an effort to provide this flexibility several sites of different sizes have been delineated for the Sylva-Dillsboro area and several rural locations have been projected. This site information is available through the Division of Commerce and Industry of the North Carolina Department of Natural and Economic Resources. Some of the inventory of industrial sites for Jackson County on file include the following: (All of these sites and others have been projected on the Land Development Plan.)

(1) Childress Site - 10 acres, located on old U. S. 19-A-23, Scotts Creek and Southern Railway.

(2) Shelton Mull Site - 20 acres, located on State Road #1397, Southern Railway and the Tuckaseegee.

(3) Prison Camp Site located on U. S. 19A West and the Tuckaseegee River.

(4) Cashiers Site located on N. C. 107 and State Road #1102.

(5) Several sites in the Sylva Area.

Although industrial development is necessary to the economy of Jackson County, it is more important not to have industry if the industry is going to pollute the streams and air of the county.



The Division of Air and Water Quality of the North Carolina Department of Natural and Economic Resources enforces minimum standards to prevent pollution. Any new industry locating in Jackson County must not pollute the air more than 60 micrograms per cubic meter of air. In addition, any industry dumping waste water must submit engineering studies as to its waste water disposal plans. Such plans are the basis of public hearings on the matter. This legislation is an asset to the Land Development Plan which proposes conservation of the natural assets of Jackson County.

Industrialization that can be compatible with other land uses is especially needed in Jackson County where the available land for all future use is so limited and where for economic reasons mixed uses must exist in corridors. This plan is designed with this in mind.

#### PUBLIC AND SEMI-PUBLIC LAND

A large percentage of the land of Jackson County is utilized for public and semi-public purposes. Included in this category is the Nantahala National Forest, the Blue Ridge Parkway, the Cherokee Indian Reservation, Thorpe Reservoir, and Western Carolina University. For the most part these lands include most of the area of the Western section of the county. For planning purposes, it is "somewhat of a blessing" that these lands are so designated because their use is somewhat guaranteed and the county will have that much protection built into the Land Development Plan.

It is not anticipated that the quantity of these lands will be reduced or increased significantly during the planning period; however, other public and semi-public land will likely be increased. For example, there are several watersheds in the county with the potential for impoundment. Should such areas be designated for use either for electric power or water supplies, the county should protect the drainage basin feeding the area.

Among the areas indicated as potential or existing sources of water for the county and included in the Region A Water and Wastewater Plan are:

- (1) The Chatcoga River, one mile southwest of the Cashiers city limits.
- (2) Fisher and Dills Creeks near Sylva.
- (3) The Tuckasegee River near Cullowhee.

All of these sites have been designated as Public uses on the Land Development Plan.

The growth of Western Carolina University and Southwestern Tech have also been projected on the Land Development Plan. The Southwestern Tech site includes several other existing public uses and is well planned as it currently exists. The Plan has provided for future expansion and additions at this site. The county should make every effort to locate all county functions here and to zone to protect the area.

One major Public use requiring additional land during the planning period is Region A Water & Wastewater Plan. Wm. F. Freeman Associates, High Point, N. C., March, 1974, recreation. Jackson County has prepared a detailed Recreation Master Plan which proposes several new parks throughout the county. All of these proposals have been included on the Land Development Plan.

Schools, churches, telephone exchange buildings, cemeteries, and other such uses will probably require additional public land in the next 20 years; however, no large tracts are anticipated for their uses. On the Land Development Plan each community has adequate Land designated for these purposes.

#### VACANT LAND

Vacant land designation does not mean that the land has or will have no use. Moreover, much of that land designated as Public and Semi-Public overlaps with this designation. In addition this category includes private land

held for various agriculture uses, forestry, floodplains, and steep slopes not useful for development. Vacant land means that limited man-made structures occupy the land.

Vacant land will definately be reduced during the next 20 years as growth occurs. Beyond the 20 year planning program, the county will eventually develop a large percentage of its vacant land. As this occurs a process of selectivity will take place - the best land for urban growth will be used first. The Land Development Plan is essentially a scheme outlining such a program for the next 20 years. In other words, the Plan as we see it now is utilizing the best land for urban purposes first.

Even with gradual development, it should be pointed out that a large amount of that land designated as Vacant on the Land Development Plan will probably always be vacant. It is essential that a large area of the county remain vacant so that wildlife and vegetation may flourish. In this respect it is as important for the County to protect vacant land as it is to designate land for various urban development. Unless there is a balance between vacant land and Developed land, the county will lose its potential for a balanced economy by loss of tourism, farming and the like.

Even though the county cannot zone vacant land, it can classify it as Residential Agriculture or Residential Resort and limit its density. It is important that this be an element of any future zoning.

Another form of vacant land zoning is zoning for floodplains. Any future zoning should definitely prevent structures from occupying floodplains. The Land Development Plan has not included urban development in the floodplains designated by the Tennessee Valley Authority.

## THOROUGHFARE PLAN

Any Land Development Plan must include a system of vehicle transportation both existing and proposed. The North Carolina Department of Transportation, Division of Highways in cooperation with local officials has prepared a sketch thoroughfare plan for Jackson County. The plan consists of an evaluation of the existing system and proposed changes to compliment the system.

There are three new proposals for Jackson County:

- (1) Construction of U.S. 19-A By-Pass around Sylva as a principal arterial.
- (2) Reconstruct U.S. 19-A into Swain County in the western section of the county as a principal arterial.
- (3) Construction of the Blue Ridge Parkway from Transylvania County to Macon County in the Southeastern section of the County as a minor arterial.

All of these proposals have been included on the Land Development Plan and their impacts to development noted. The Sylva By-Pass is nearing completion and land management practices are needed there quickly in order to compliment the Land Development Plan.

## FLEXIBILITY OF THE PLAN

Any Land Development Plan is designed to be very general in scope and very flexible with time. It is intended to be used as a guide for future growth and should be reviewed annually for its adequacy. If circumstances which created the plan change, the Plan should change. For example, if the population of Jackson County is 30,000 in 1980, then the plan must change to project that situation. In addition to being flexible, the Plan should strive to project 20 years in advance. For example, in 1985 the Plan should be





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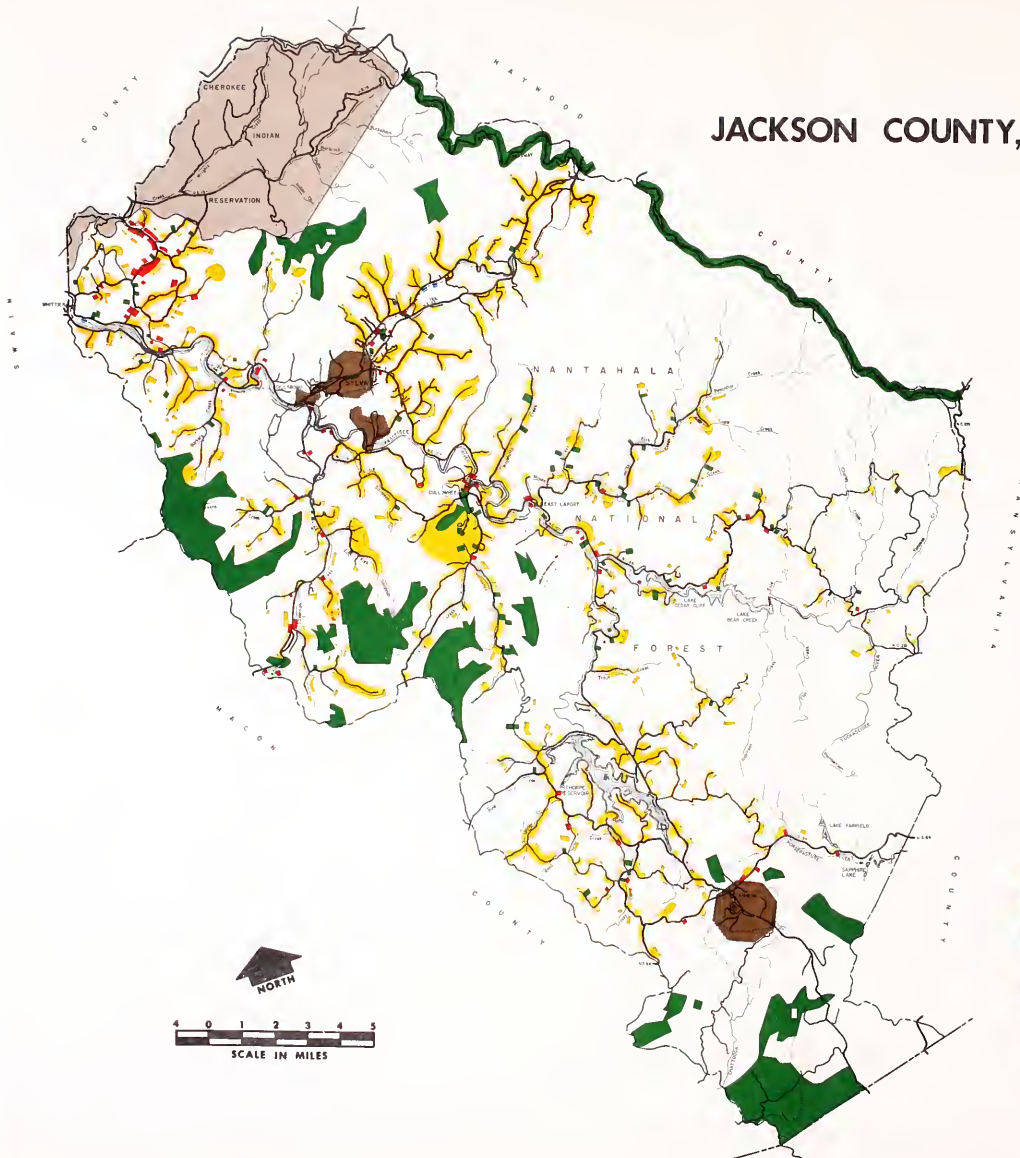


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# JACKSON COUNTY, NORTH CAROLINA



## EXISTING LAND USE

### LEGEND

- RESIDENTIAL
- COMMERCIAL
- PUBLIC AND SEMI-PUBLIC
- INDUSTRIAL
- VACANT LAND
- INCORPORATED MUNICIPALITIES
- EASTERN BAND OF CHEROKEE INDIANS



S W A I N



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# JACKSON COUNTY, NORTH CAROLINA

## LAND DEVELOPMENT PLAN

### LEGEND

- RESIDENTIAL
- COMMERCIAL
- PUBLIC AND SEMI-PUBLIC
- INDUSTRIAL
- VACANT LAND



S W A I R

T R A N S Y L V A N I A

C O U N T Y

C O U N T Y

C O U N T Y

H A Y W O O D

C O U N T Y

N A N T A H A L A

N A T I O N A L

F O R E S T

M A C O N

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SCALE IN MILES





revised to project through 2005. Each year that passes should add a year of planning onto the projected planning period. Unless this Plan is reviewed and projected it becomes a useless piece of paper.

#### IMPLEMENTATION & RECOMMENDATIONS

Several other factors are necessary in order for this plan to work. The North Carolina General Assembly provides enabling legislation to counties to adopt certain "legal tools" to implement planning. These "tools" should be passed and enforced on a priority basis as follows:

- (1) Reactivate the County Planning Board and make it a matter of policy that it meets at least once a month and that it have a direct contact with the Board of County Commissioners.
- (2) Building and Plumbing Codes - The North Carolina Department of Insurance can provide the county with a standardized list of construction codes including a Building Code, Plumbing Code, Electrical Code (currently enforced) and a Heating and Air Conditioning Code. The County can enforce the codes by holding a public hearing, creating a Department of Public Safety, and hiring enforcement personnel.
- (3) Subdivision Regulations - The County can provide minimum standards for the design and construction of subdivisions by preparing a set of subdivision regulations, holding a public hearing, and creating an enforcement staff.
- (4) Sedimentation Control - The County can provide erosion control by adopting and enforcing a local sedimentation ordinance in cooperation with the Sedimentation Control Commission of the Department of Natural and Economic Resources.



- (5) Water and Sewer Authority - Create a County Water and Sewer Authority to establish long and short range priorities for county water and sewer project funding and implementation.
- (6) County Facilities Plan - Prepare a County Facilities Plan as a complement to this plan and prepare a Capital Budget to accommodate it.
- (7) Zoning - Implement zoning for strategic areas of the County that are indicated as areas of dense development on the Land Development Plan.
- (8) Housing Authority - Create a Housing Authority to investigate the County's housing problems, outline solutions to such problems, seek funding, and construct and administer the needed housing.
- (9) City-County Planning Department - Establish a full time planning department in cooperation with Sylva, Dillsboro, Webster, the University, and Cashiers.

APPENDIX

ENVIRONMENTAL ASSESSMENT

OF LAND DEVELOPMENT



JACKSON COUNTY LAND DEVELOPMENT PLAN  
ENVIRONMENTAL ASSESSMENT

SUMMARY OF THE PLAN

This study uses physical, social, and economic information along with a survey and analysis of existing land use patterns, and identification of specific growth problems in order to prepare a twenty-year plan for the development of Jackson County. Some of the information utilized includes soil, topographic, and vegetation conditions, existing land uses, identifiable trends in development patterns, population projections, compatibility of land uses, and existing and proposed thoroughfares.

It should be pointed out that this is a generalized plan and that the impact on the environment will fluctuate greatly according to the kind and degree of development within the scope of the plan.

There are environmental impacts both beneficial and adverse which will occur if this plan is adopted. Each of these is discussed in a summary which follows.

There are two alternatives to a Land Development Plan for Jackson County

(1) Laissez-faire - let development occur as it may - The adverse impacts from this policy would far outweigh the beneficial impacts. Mixed lands uses and congestion would occur, and pollution and erosion would increase. Almost all of the adverse impacts mentioned in the following sections would be magnified.

(2) No growth policy - The physical environment would certainly be preserved but the county's economic and social condition would become stagnate and perhaps regressive. On a short term basis, such a policy might look good but on a long term basis (20 years and beyond) outside circumstances would begin to adversely affect the county. Social and Economic Isolation = Poverty.

Other governmental actions are happening at the state level to minimize the adverse impacts created by the development of Jackson County. Examples of such actions are the implementation of the Sedimentation Control Act, efforts toward adoption of a Mountain Area Management Act, and a State Land Use Plan, and support of Regional Planning.

In addition, it should be pointed out that this plan alone will have no impact on the environment. The impacts will occur when county policies, citizen participation, zoning, subdivision regulations, building codes, and the like are applied in conjunction with the plan to create the guidelines for development.

#### BENEFITS VS. LOSSES

##### A. Land and Climate

Depending on the proposed use of the land, some areas of the county will have dense urban development, some will have open space and natural vegetation; hence, the capacity for erosion will be increased in some areas and decreased in others. There are no effects on the climate as a result of this plan.

##### B. Vegetation, wildlife and natural areas

All of these will be preserved in areas planned for non-urban type growth. In areas of heavy urban growth their chances of survival are lessened.

##### C. Surrounding land use and physical character of the areas

Mixed or non-conforming land uses will be avoided and densities will be planned according to supportive natural and man-made potential.

##### D. Infrastructure

Demand for ground water supply will be increased in areas of urban type growth as well as in some natural or undeveloped areas. Sanitary and

solid waste will accumulate to a greater degree in urban growth areas and will decrease in non-urban areas. Transportation facilities, storm drainage, and energy consumption may increase in urban growth areas and decrease in areas of preservation or open space.

E. Pollution

The extent of pollution such as smog, dust, odors, smoke, noise, and water will concentrate to a greater degree in areas of heavy urban growth and may even affect non-urban areas. Areas of open space will often be free from pollutants such as noise.

EXISTING SOCIAL ENVIRONMENT

A. Community Facilities and Services

The demand for community facilities and services will increase in areas of heavy density and decrease in other areas.

B. Employment centers and commercial facilities

Such facilities will be separated from places of residence creating longer commuting times for some people. Congestion, pollution, and other degradable characteristics will be lessened by this separation.

C. Character of community

The socio-economic and racial character of the community may change. Separation of land uses tends to create more communal use of facilities, and brings people of all races closer together.

AESTHETIC ENVIRONMENT

This plan will attempt to preserve the good amenities of a community and will attempt to eradicate bad amenities. A planned community, as a whole, will preserve natural and scenic beauty, wildlife, vegetation, soils, water, his-

toric sites, and archaeological or architectural sites or property. A planned community will tend to concentrate development in areas where water, sewer, and other community facilities are/or can be available.



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